

## 8. PUBLIC AND NON-PROFIT DEVELOPMENT INITIATIVES

Investment by the public and institutional sectors in new development will serve as a catalyst for private investment. These catalyst projects signal public confidence in the downtown and send a positive message to financial lenders and private investors. Just as importantly, public and institutional projects are often key destinations, drawing people downtown, generating foot traffic, and producing spin-off economic benefits for nearby shops and restaurants. Amazement Square and the Academy of Music will be significant cultural attractions that add to existing resources, such as the City museums and the Community Market. As significant employers and as places to conduct business, City government and County, State, and Federal Courthouses are anchors for the downtown economy. By relocating the Human Services Department into the J. W. Ould Building on Ninth Street, the City is strengthening and expanding this economic base. In some cases, the public initiatives take the form of gap financing, which makes a project financially feasible, as in the case of the Riverviews Artists' Lofts.

### 8.1 Human Services at J. W. Ould Building

The City has purchased the J. W. Ould Building at the corner of Ninth Street and Commerce Street for use by the Human Services Department. Plans are underway for the building renovation and for the design of a new parking area on the adjacent site to accommodate employee, visitor, and service vehicle parking demand. The project will also include a public courtyard on the Ninth Street corridor, with retail uses planned for the lower level of the building facing onto the courtyard. The entrances to the building will be on Commerce Street and the Ninth Street courtyard.

Improvements to public transit service in the downtown are being considered to serve the needs of Human Services clientele, including the relocation of some routes. The building is scheduled for completion in 2003 and will accommodate approximately 200 employees.

The City is investing nearly \$9 million to renovate the 60,000-gsf building and provide surface parking.

The relocation of this department into the J. W. Ould Building signals the City's interest in downtown and is a substantial investment in its future. This project will benefit from the proposed improvements to the Ninth Street corridor and will serve as a catalyst for other development along the corridor and in the riverfront area.



Lower Ninth Street will connect new developments to the river.

## 8.2 Amazement Square

Amazement Square is a multidisciplinary, hands-on children's museum that will open its doors in early 2001. Also known as the Rightmire Children's Museum, the facility is located in the historic J.W. Wood building along the riverfront at the corner of Ninth and Jefferson Streets. Amazement Square will enliven this key corner, anchor the lower Ninth Street corridor, and serve as a gateway into the James River Park. Annual attendance is estimated at 30,000 to 50,000 people. Programmed outdoor exhibits and activities at Amazement Square will complement the civic open space in the James River Park.

Amazement Square will provide the family entertainment spark that downtown needs and will serve as a catalyst project for private develop-



Amazement Square Children's Museum is on the riverfront.

ment, such as family-style restaurants, shops, and other entertainment. As the first cultural institution for children in the six-county region, Amazement Square will play an important role in the lives and the life-long learning of children in this area. In addition to regional needs, a primary goal is to serve inner-city children and to complement the public school curriculum. For the past two years, the Museum has provided its surrounding communities with outreach programs and an annual multicultural festival for children. Amazement Square has been designed to enrich the lives of children of all backgrounds through eight educational exhibits and programming opportunities that will inspire, excite, and stimulate each child's potential.

The special events programming, changing exhibits and the permanent facility will become a significant attraction that will draw schoolchildren and families to downtown Lynchburg. On weekends, Museum visits can be combined with other downtown activities such as recreational use of the James River Park and trails, and shopping and dining in local establishments. Because of the off-peak use of cultural facilities, parking can be shared with adjacent office uses. A bus drop-off area will be necessary, especially for school buses, and should be designed to address children's safety at this busy intersection and to accommodate adequate bus turnaround and stacking.

The project was first conceived by the Junior League of Lynchburg in 1992 and evolved into an institution with a volunteer board of directors and a full-time executive director. The implementation of the project has involved a concerted effort by the board, the executive director, and hundreds of volunteers over an eight-year period. The funding for the project has come from private individuals, foundations, corporations, and members of the board of directors. The Museum has raised more than \$5.2 million of its \$6.6 million goal.

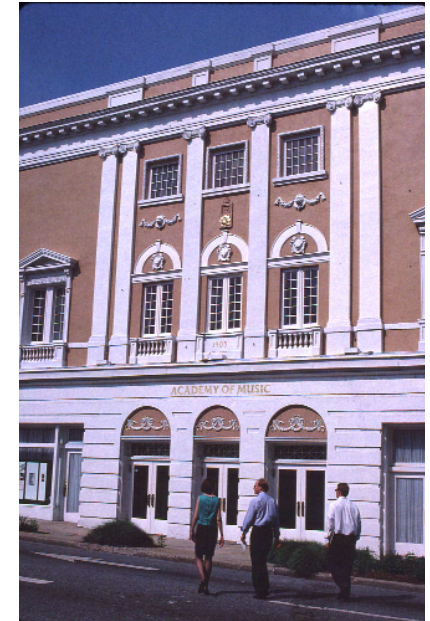
### 8.3 The Academy of Music

The Academy of Music Theatre is a classical-style building, constructed in 1905, that is listed on both the Virginia Landmarks Register and the National Register of Historic Places. The Academy and the former City Auditorium (Main and Twelfth Streets) are the only remaining historic theaters on Main Street, where there once stood five theaters. Major plans are underway for its restoration as a multipurpose facility with the capacity to seat 850 people. In addition to performing arts productions, the facility will be suitable for receptions, conferences, and other community functions. The capital budget for the theater restoration is \$9 million. In addition, \$5 million is budgeted for a new lobby and restoration of the former Commonwealth Gas Co. building, which will house support facilities for the Academy. Plans call for Sixth Street to be closed between Main Street and half-way down the block towards Commerce Street, provided underground utilities can be relocated. This will allow the linking of the Commonwealth Gas Co. building to the Academy building with a new glass-enclosed lobby and outdoor garden space. With the recent purchase of the Price-Clements buildings on Commerce Street and Sixth Street, the Academy has nearly full control of the block, which will allow them flexibility for future expansion. The former Price-Clements building will become the Arts & Education building, including a “black-box” theater with a budget of \$1 million. Located on the western end of Main Street, across from the Holiday Inn Select, the Academy will become a major regional attraction for the downtown and an important anchor on the Main Street corridor.

The Academy of Music Theatre, Inc. (AMT) is a non-profit organization that has an executive director and a board of trustees. The board was formed in 1995 and the executive director was hired in September 2000 to (1) complete the capital campaign, (2) begin the restoration efforts and (3) open and operate the theatre. AMT, Inc. has long advocated the revitaliza-

tion of the Academy as a community center for the performing arts and is moving closer to its goal with receipt this year of a million-dollar gift and the selection of its executive director. The Academy has conducted extensive independent research, including a three-part feasibility study conducted by AMS Planning & Research, a well-respected arts consulting organization. In addition, the Academy hired National Community Development Services (NCDS) to explore fund-raising capability in the Lynchburg region and conduct preliminary economic analysis.

The AMS study concluded that sufficient market support exists in regional Lynchburg to justify the renovation of the facility (target area population: 306,152). NCDS concluded that significant regional fundraising potential also exists. The various reports note that a key component in the support of such projects is state and local government support, either as a capital cost contribution or as an operating subsidy. To date, the City has donated \$104,000 in CDBG funds (FY 1996-FY 2000) and \$269,000 (FY 2000) through the donation of a City-owned building. The State of Virginia has donated \$575,000 between 1997 and 2000. The Academy of Music's board has recently announced the “Show Me!” capital campaign by committing to \$2 million in cash and pledges over the next five years. State and federal tax credits are estimated to yield nearly \$3 million when the project is



The Academy of Music will anchor the west end of Main Street.



complete in 2003. Foundation participation is estimated at \$3.5 million and public funding is estimated at \$1.5 million. The board has issued a \$5 million capital campaign challenge to the region.

Other localities in Virginia and throughout the nation have contributed significantly to cultural and performing arts facilities. Indeed, many of the most vibrant downtowns are in cities where support for the arts is institutionalized and consistent, often in the form of dedicated tax-revenue streams or other similar policy mechanisms. In certain localities, the municipality even owns and operates the facility. Examples of government contributions to performing arts centers in Virginia are listed below.

**Table 1. Summary of Typical Funding for the Arts**

Locality	Facility	Local Donation	State Donation	Total Budget
Hampton	American Theatre	\$750,000	\$50,000	\$2 million
Hampton	VA Air & Space Center	\$19.4 million (bond)	\$5 million	\$29.7 million
Harrisonburg	Court Square Theatre	\$1 million* (loan)	\$0	\$2 million
Hopewell	Beacon Theatre	\$1.3 million	\$450k	\$4 million
Norfolk	Chrysler	\$6 million (bond)	\$6 million (bond)	\$12 million
Norfolk	Harrison Opera	\$5 million	\$5 million	\$10 million
Norfolk	Wells Theatre	\$2 million (bond)	\$5 million	\$3.5 million
Portsmouth	Children's Museum	\$6 million	\$0	\$6 million
Richmond	Carpenter	\$500,000	\$0	\$12.5 million
Richmond	Theatre IV	\$240,000	\$240,000	\$2.3 million
Roanoke	Center in the Square	parking garage	\$4.1 million	\$8.9 million
Virginia Beach	GTE Amphitheater	\$10.7 million (bond)	\$0	\$17.5 million

\*\$500,000 of the loan was from the Harrisonburg Redevelopment & Housing Authority

Source: City of Lynchburg

Clearly the renovation and active programming of the Academy is consistent with the objectives of this plan and with the fundamental economic strategy described in this chapter. First, it will attract a regional audience to downtown Lynchburg, which is demonstrated by the AMS survey research and interviews. Second, it will reinforce Lynchburg as a visitor destination. Third, it productively uses a highly visible historic building and, fourth, it provides an activity center in an area that is largely dormant after dark, but which offers supporting adjacent uses, including the hotel, restaurant, and nearby parking.

A broad-based study conducted by the National Assembly of Local Arts Agencies in 1990 established some useful planning factors to estimate the benefits of non-profit arts organizations. For cities such as Lynchburg with populations of less than 100,000, local spending by non-profit arts organizations had the following impacts (per \$100,000 of spending and adjusted to Year 2000 dollars):

- 4.61 jobs
- \$101,357 in additional personal income
- \$2,817 in local government revenue
- \$4,443 in state government revenue

AMS has estimated the operating budget of the Academy at \$1,271,500 per year. Applying this budget to the above factors yields the following ballpark estimate of the likely impact of the Academy:

- 59 jobs
- \$1,288,754 in additional personal income
- \$35,818 in local government revenue
- \$56,493 in state revenue

According to the NCDS study, for every dollar spent on a theater ticket, \$3.10 is spent in collateral goods and services. Therefore, with a \$29.00 ticket, a patron will make purchases of parking, meals, lodging, etc., of over \$90. A performance drawing 850 people means a primary economic impact of \$76,500.

Other benefits outlined in the NCDS study include:

- The Academy will serve as a catalyst for other economic development by increasing downtown sales volume by 30 to 50%, increase property upgrades by 30 to 50%, decrease downtown vacancy rates by 20 to 30%, increase tax revenues by 10 to 20%, and be a trigger for over \$35 million in new construction in the downtown area.
- An anticipated 300,000 visitors are expected to experience the Academy by 2006, generating over \$25 million in projected new revenues. This means over \$1.5 million in tax revenues will be created for the renovation of the downtown area.
- By providing over 120 annual events and 50 annual education outreach programs to regional schools and colleges, student test scores will be increased and inner city crime will be lowered.

**Table 2. NCDS Impact Study Findings**

2001	Year 1	Construction Capital Investment Impact	\$ 5,045,500
2002	Year 2	Construction Capital Investment Impact	25,905,250
2003	Year 3	Construction Capital Investment Impact	6,877,500
		9 FTE jobs with total payroll of \$390,300 annually yields \$29,550 in deposit potential and personal expenditures of	219,323
		Maintenance Impact After 2003 Per Year	315,855
		10 FTE jobs in community with total payroll of \$468,360 annually yields \$34,460 in deposit potential and personal expenditures of	263,188
		Optional Impact Per Year	
		Ticket Revenues and Per Diem Revenues	4,568,228
		Classes/Rental Revenues	279,035
		<b>Total Impact</b>	<b>\$43,473,879</b>

#### 8.4 Riverviews Artist Lofts

Riverviews Artist Lofts is a project that has been planned over the last several years and is currently seeking financing. Located in the historic Craddock Terry building, the renovated structure will include 63,700 gross square feet of mixed residential, studio, and retail spaces. Located at the corner of Ninth and Jefferson Streets, this housing will further enhance the lower Ninth Street corridor and will contribute to the critical mass of activities in this area, including Amazeement Square and the Human Services Department in the historic Hill Brothers building. The lofts will have views over Canal Square in the James River Park and will provide activity in this key gateway area to the park.

The top four floors of Riverviews include 36 residential units with a net rentable area of 29,140 square feet. Units range in size from 390 to 1,450 square feet and average 809 square feet. Proposed rental rates at the start of the five-year compliance period average \$0.60 per square foot on the third floor to \$0.63 per square foot on the sixth (top) floor of the building. Rental rates vary by location within the building (e.g., upper floors and river views command the highest rental rates). Of the 36 dwelling units, 22 are currently reserved with refundable deposits.

The lower three floors will include ground-floor retail, studios, performance space, gallery, catering business, kiln, and foundry. According to the project's current pro forma, annual rental rates for the commercial spaces will range from \$6.00 to \$8.25 per square foot.

Parking for Riverviews should be shared with nearby office uses to the extent possible and should be incorporated into the proposed garage on the opposite side of Ninth Street. Additional parking can be secured through the use of a resident-only parking sticker program on portions of Jefferson Street and the nearby side streets.

The project's developer estimates total development costs of \$4.5 million, or \$98/square foot for income-generating space. The use of historic tax credits is expected to reduce total development costs by approximately \$1.1 million. Financing is expected from multiple sources, including the City's Industrial Development Authority (IDA), which has committed a \$600,000 loan to support this landmark project. The project may still require more than \$100,000 to close the financing gap between sources and costs. If downtown residential development in this location is to be realized, that gap must be closed through additional private investment and/or credit enhancements from the City.



Riverviews Artists' Lofts will occupy the historic Craddock Terry building.

### 8.5 Community Market

The Community Market is an essential element of downtown Lynchburg and occupies an important gateway location at the corner of Main Street and Twelfth Street. The Market features outdoor shade structures and an open paved area for a farmer's market, as well as an indoor component on the ground floor of the adjacent Armory Building. Seventy-five vendors operate within the Market, with 45 indoor stalls, 23 outdoor stalls, and 10 permanent stores. These locations are in great demand as evidenced by the waiting list for 20 new businesses. At the Market, one can find a variety of homemade crafts, food and other local products, which are available from Monday through Saturday.

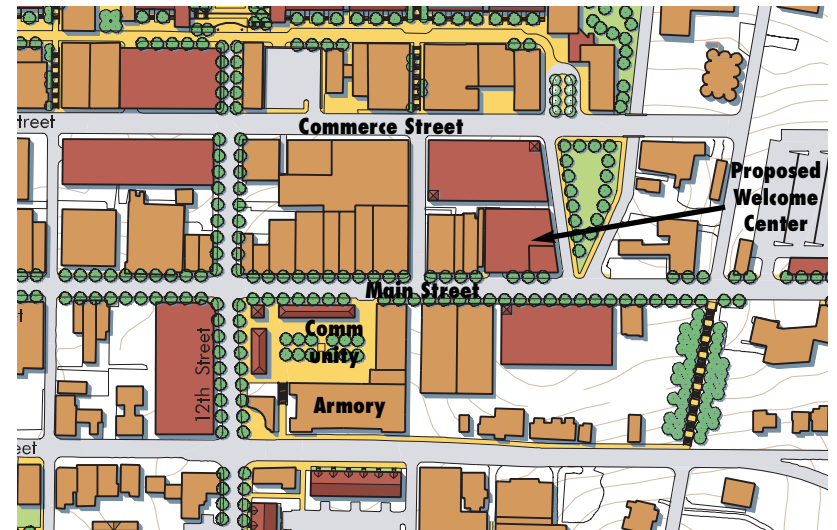
Every year, the Community Market hosts over forty-five special events, and leases the Armory for dozens of activities (sports events, teen dances, etc.). It is estimated that over 300,000 people visit the Market/Armory each year, generating over \$2 million in sales for the City.

In the future, the Community Market area could be upgraded to move the shade structures to the edge of Main Street, allowing the trucks to back up within the paved area and customers to buy produce from the sidewalk. This reorganization would result in a more multi-purpose plaza area that could also be used for festival gatherings and other programmed events when the outdoor stalls are not in use.

Below the plaza area is a vacant basement parking area that could be upgraded for use by the Community Market. An architectural study should be conducted to explore the feasibility of this use and to explore the best locations for both pedestrian and vehicular access.



The Community Market is a tremendous draw for downtown.



Detail Plan of Area Around Community Market

### **8.6 Central Virginia Criminal Justice Academy**

In 1994, the Central Virginia Criminal Justice Academy (CVCJA) relocated to downtown Lynchburg by leasing a portion of the City Armory located at 1200 Church Street. Prior to this, CVCJA leased space from the Ramada Inn on Odd Fellows Road. They now occupy the second floor of the Armory for offices and classrooms and use the gymnasium on the first floor on an as-needed basis. This gym is shared with various community groups throughout the year. There are six full-time staff under the direction of the Executive Director. CVCJA hires on average five visiting faculty per week to teach classes. Approximately 700 students attend each year and stay an average of two weeks for various types of training. Some students reside in commercial lodging located throughout the City during their visits. Parking is provided at 1313 Main Street in the City-owned parking lot adjacent to the former Piggly Wiggly building.

CVCJA is interested in leasing dormitory-style housing in one of the downtown buildings to allow students to be closer to their classrooms and to prevent the need to rent commercial lodging in remote areas. The City is working with a private developer to provide housing on the upper floors of the James T. Davis building (1225 Main Street). CVCJA students, staff and faculty are a positive addition to the downtown, adding life to the streets and supporting downtown businesses.

### **8.7 Downtown Center**

Adjacent to the Community Market, a small structure occupies the corner of Twelfth Street and Church Street. In recent years, this building has served as the Lynchburg Visitor Center, which is operated by the Chamber of Commerce, and as the offices for Lynch's Landing, Inc. Next year, the Visitor Center may be relocated to the Kemper Street Train Station, however.

The 2,000-gross-square-foot building could be renovated into a Downtown Center, which could serve as the administrative office for Lynch's Landing and the Downtown Executive Director, and as a community meeting room. From this location, basic downtown, riverfront and historic district information and literature also can be distributed to visitors.

The back facade of the building should be redesigned to present a public face to the Community Market outdoor area. This redesign includes new signage, display windows, and public entry. The stronger connection between the market area and the Downtown Center will make it easier for visitors to use, supplementing the current access on Church and Twelfth Streets.



### 8.8 James River Welcome Center

The James River Welcome Center should be located in a prominent position near the gateway to Downtown. This facility will complement the City's recently relocated Visitor Center. The James River Welcome Center will be focused on downtown and the riverfront, providing maps, brochures, historical information, downtown business directories, and information about festivals and other programmed events.

An ideal location for the Welcome Center is along Main Street just beyond the Horseford Street intersection. The Welcome Center could be incorporated into a parking structure at this gateway location where visitors first arrive into downtown from the Route 29 Expressway exit ramps. Visitors will be encouraged to park, explore the Welcome Center and then continue on foot to downtown destinations. From this strategic location, visitors will have easy access to the Community Market and other shops along Main Street, down the bluff to the James River Park and connecting trail systems, or up the staircases to visit the historic downtown neighborhoods such as Diamond Hill.

Once Commerce Street is reconnected to Washington Street, a new downtown park adjacent to the Welcome Center will provide a place to rest, read over material, and orient oneself before beginning walking tours or other excursions. The nearby hotel and restaurants at the Bluff Walk Center will also enliven this area of downtown and will help bridge the grade differences on the bluff.

### 8.9 The Old Court House Museum and Other City Museums

The City owns the historic Court House building on Court Street at the top of Monument Terrace, and uses this facility to exhibit the City Museum collection. The City has contemplated reorganizing the collection to take advantage of a building on lower Ninth Street, closer to the James River Park. One proposal is to use the Old Court House Museum to interpret local political and civic history, while expanding into the Ninth Street building to exhibit interpretive material related to the riverfront and its role in transportation and industry.

The City may build a fire-fighter museum at the Kemper Street Station and has discussed the possibility of a Tobacco Museum in the Riverviews Museum on Ninth Street. The interpretive Tobacco Museum could describe the importance of tobacco in the economic development of Lynchburg, tracing its path from agriculture, to warehouse, as a source of jobs, and transport along the James River canals and later railroad systems.

The City Museum operates Point of Honor, located across Blackwater Creek in Daniels Hill Historic District. Plans are underway for a covered bridge to connect the Riverfront to Daniels Hill, allowing direct pedestrian access.



The Old Court House anchors the top of Monument Terrace and the Ninth Street corridor.



Detailed Plan of Court House Hill

### 8.10 Juvenile and Domestic Relations Court

The Juvenile and Domestic Relations District Court (J&DR) is currently located on the main floor of the Monument Terrace Building on Church Street. The J&DR Court, Clerk, and Court Services Unit will move to a newly constructed facility in 2005. The new facility will be built between the present School Administration Building and the Public Safety Building on Court Street. Long-term plans are to link this building with a secure tunnel to the new Regional Jail to the south and the Circuit Court to the north.

To accommodate needs through 2010, the projected floor area for the Court is 31,100 gross square feet including three courtrooms. Funding for the J&DR District Court project is pending. Once the Court moves out of the Monument Terrace Building, this building could be used for the expansion of City Hall offices.

### 8.11 General District Court

The General District Court is located on the main floor of the Public Safety Building on Court Street. The Court will expand in this location, adding an additional story, or move south toward Clay Street. This next planned expansion is scheduled for 2005 at the earliest and will provide one new courtroom for a total of three in the facility, as well as additional Clerk's space and a new Police Staff entry facing Ninth Street. The Public Safety building will be connected physically to the new construction for the Juvenile and Domestic Relations District Court so that the two courts can share a common lobby and holding cells.

### **8.12 Circuit Court**

The Circuit Court is scheduled for the addition of a fourth courtroom in 2006. The addition to the Courthouse will be constructed in the parking lot adjacent to the present building on the north side of Court Street. The projected floor area is 8,000 gross square feet at the main level with secure parking below. The existing secure parking at the ground-floor level will be converted to the Clerk's record storage. Plans call for a new two-story lobby for the Clerk of Circuit Court to provide a handicap access via elevator from Court Street. The new lobby for the Circuit Court will face Monument Terrace.

Parking for the Circuit Court and other courthouses should be accommodated in a new parking structure between Tenth Street and Eleventh Street. This parking structure would replace an existing vacant building and is ideally located to meet parking demand at the courthouses as well as City Hall. The four-level structure will be built into the hill so that the upper level will meet the level of the Upper Bluff Walk allowing pedestrian connections across to the courthouses and Monument Terrace. Additional pedestrian connections could be made from each level of the garage to the adjacent cobblestone-surfaced Tenth Street, bringing new life to this unique historic feature.

### **8.13 U.S. District (Federal) Court**

The US District Court is currently located in a building on Main Street, but the lease expires in July 2003. The Court is actively involved in selecting a downtown site on which to build a new Federal Courthouse.

Projections for the year 2003 call for a total floor area of 37,744 gross square feet for US District Court, Bankruptcy Court, Probation Office, Pre-trial Services, US Attorney, US Marshal, US Trustee, and General Services Administration (GSA) space.

Three sites have been explored: the parking lot at Church and Ninth Streets, the 1100 block of Main Street, and the 1100 block of Court Street. Each site has been reviewed for financial and design feasibility. The Court Street location, currently owned and occupied by the Lynchburg Redevelopment & Housing Authority (LRHA), appears to be the most feasible site and negotiations are underway for its purchase. The block includes a historic school building now occupied by LRHA and parking lots. Plans are to renovate the building to meet the Court's needs and add an adjoining structure. A new courthouse at this location would greatly improve the Twelfth Street gateway into downtown.

#### 8.14 Redevelopment of Former Industrial Sites

Outside of the Central Business District, to the east, are former industrial sites on the riverfront that the Lynchburg Foundry occupied for nearly a century. These properties, while out of Sasaki's scope of services, are important for the City to explore in the future for redevelopment opportunities.

In 1995, Intermet Company (formerly named Lynchburg Foundry) closed its operations on the riverfront and in 1996 demolished all of its foundry buildings situated between the Concord Turnpike and the CSX railroad tracks. The six-acre site was then filled and seeded and is now a flat, grassy field. Recent discussions have taken place between the City and Intermet exploring the possibility of City purchase or lease of the property. Citizens have expressed interest in seeing the land redeveloped for recreational purposes and/or festivals. As the Riverfront Park between Ninth and Washington Streets is developed, it may no longer be suitable for high-impact festivals such as the Fair by the James. The foundry site is a classic "brownfield," which, if developed, would require at minimum environmental assessment of contaminants. The property is currently assessed for \$65,300. Intermet also owns a narrow piece of land directly across the Concord Turnpike (1.75 acres) adjoining the James River. A simple pedestrian bridge from this site to Percival's Island should be considered, which would allow direct access to the island without backtracking to the existing bridge which is located over a half-mile away.

Directly west of the foundry site is the Lynchburg Public Storage Warehouse property, formerly owned by Intermet and then Campbell Brothers salvage company. The property was purchased in 2000 at auction for \$53,000. The owners plan to use the buildings and

grounds for storage leasing (indoor and outdoor). There are three metal structures and one brick structure on this two-acre site, totaling 24,436 square feet. The buildings are in fair condition and if sold in the future would best be used for commercial riverfront activities (i.e., kayak, bike, or raft rentals). Alternatively, given that the structures have little architectural or historic value, the buildings could be demolished for additional riverfront recreational use and/or parking.

Further west along the Concord Turnpike is the Antique Building Products site. This is 3.3 acres and has a two-story brick structure built in 1899 containing 51,110 square feet. The property is assessed at \$179,200. Should the property become available for sale or lease, this structure should be preserved and used for commercial riverfront activities in the future, similar to those listed above. In addition, this could serve as an office building such as that renovated by Craddock Cunningham Architectural Partners on Jefferson Street. Residential lofts would be an appropriate reuse of this structure as well.

The last piece of riverfront property before reaching the railroad crossing to Washington Street is the Ferebee-Johnson Company site. The property straddles Concord Turnpike, where the portion along the James River encompasses approximately 1.5 acres and one small structure. On the other side of Concord Turnpike is a 0.5-acre site that contains a two-story brick structure of 27,156 square feet, built in 1905 and assessed at \$116,100. Ferebee-Johnson is a long-term occupant of the riverfront and is not expected to relocate, but were this to occur, the property would be best suited for reuse as riverfront activity, office and/or residential use.